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ABSTRACT

The report attempts to analyze the political feasibility of career education currently through analysis of existing legislation and consultation with experts and key policy officials. The most significant Federal legislation for career education has been Title X of the Education Amendments of 1972 providing State grants for the development of occupational education programs and Title IV of the Education Amendments of 1974, Special Project Act. Any further salable career education legislation should: be endorsed by the National advisory Council on Career Education, be acceptable to major interest groups, utilize the results generated by the National Institute of Education's career education research, offer assurances of State/local education agency resource support, and include planning and evaluation requirements. The authors recommend that: (1) legislation be put forward in stages; (2) potential programs be aimed at a "gearing-up" approach to train career education specialists and infuse career education objectives into the educational mainstream; and (3) additional efforts be directed toward constructing a more concrete definition, more precise program objectives, and evaluation criteria. A list of existing career education related programs and a bibliography are appended. (EA)

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ANALYSIS AND SYNTHESIS OF EXISTING CAREER EDUCATION LEGISLATION

by

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prepared for

NATIONAL ADVISORY COUNCIL ON CAREER EDUCATION

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Introduction

Although Career Education did not receive an explicit authorization until the Education Amendments of 1974, federal interest in its philosophic foundations -- harmonizing academic and vocational learning and making education relevant to future employment opportunities -- is well established.* Through the Vocational Education Act of 1963 and the Amendments of 1968, the Elementary and Secondary Education Act of 1965, the Higher Education Act of 1965, and other legislation, federal funds have been provided to further the objectives of career education.

This paper seeks to examine in detail these and other legislative provisions that relate to the growing body of knowledge and research on career education. Through careful analysis of the legislation and related documents (congressional reports, presidential messages, etc.) and meetings with experts and key policy actors, we have attempted to analyze the political feasibility of career education at the present. We have also offered policy recommendations to the National Advisory Commission on Career Education to assist them in evaluating and recommending legislative alternatives to the Congress.

*This paper assumes a definition of career education as a philosophy of education which seeks to break down the distinctions between academic and vocational learning programs, blending them to serve all learners at all levels of instruction in their quest for productive careers and rewarding lives.

Career Education: A Brief History

Although the definition and even the term career education are of recent vintage, the concept is not. As Sidney P. Marland has noted (26), as early as 1929, Alfred North Whitehead in The Aims of Education suggested: "Education should turn out the learner with something he knows well and something he can do well." In the early 1960s, James B. Conant's Slums and Suburbs (6) provided an even more explicit rationale for career education:

> I must record an educational heresy or rather support a proposition that many will find self-evident, but that some professors of the liberal arts will denounce as dangerously heretical. I submit that in a heavily urbanized and industrialized free society the education experiences of youth should fit his subsequent employment. There should be a smooth transition from full-time schooling to a full-time job, whether that transition be after grade ten, or after graduation from high school, college, or university.

In 1971, the career education concept gained nationwide attention. In a speech (28) before the National Association of Secondary School Principals on January 23, 1971, Dr. Marland, then U. S. Commissioner of Education, articulated the need as follows:

> Of those students currently in high school, only three out of ten will go on to academic college-level work. One third of those will drop out before getting a baccalaureate degree. That means that eight of ten present high school students should be getting occupational training of some sort. But only two of eight students are in fact getting such training. Consequently, half our school students, a total of approximately 1,500,000 a year, are being offered what amounts to irrelevant, general educational pap.

Marland concluded by arguing that "career education requires a new educational unity.... We must blend our curricula and our students into a single, strong secondary system."

In a June 1971 speech before the Council of Chief State School Officers (27) the U.S. Commissioner proposed to support career education under a title of the Vocational Education Act. A 1968 amendment to this law (Part D - Exemplary Programs and Projects) mandated that 50 percent of the sums available to each state could be used at the discretion of the Commissioner to award grants for research, demonstration and training programs. The remaining 50 percent was allocated to the states to carry out research programs. Under this legislative authority, USOE proposed giving the discretionary funds to the states if they agreed to use the funds and their own allocations under Part D to develop career education projects. The states agreed to the arrangements, and the Office of Education subsequently drew up guidelines that gave substance to the agreement. The state allocations in the first year totaled $18 million.

As part of the Education Amendments of 1974 (P. L. 93-380), Congress passed the Special Projects Act, which established an Office of Career Education within the Commissioner's office in the Office of Education. The act authorized grants for demonstration projects and exemplary programs and mandated a survey and assessment of the current status of career education programs, projects, curriculum, and materials. A total of $10 million was eventually appropriated to carry out the terms of this act.

The Federal Interest in Vocational Education

Since its inception as a federal objective, career education has been closely tied to and funded through provisions of federal vocational education legislation. Vocational educators have been active in pioneering career education, and even today proposals for more comprehensive career education legislation are frequently put forward as part of vocational education legislation.

Federal involvement in vocational education stretches back to the Smith-Hughes Act of 1917. Subsequent legislation such as the George-Reed (1929) Acts increased the level of federal support and the categories of programs eligible for federal support. The George-Barden Act passed in 1946 allocated additional funds and introduced some flexibility in the ways the states could use funds.

The Vocational Education Act of 1963 made substantive changes in the nature of federal support. Grubb and Lazerson (15) summarized the 1963 legislation by noting that the Vocational Education Act of 1963:

> attempted to redirect vocational training by broadening its scope and flexibility and by focusing on the economically and educationally disadvantaged. Viewed as an initial phase of the "war on poverty," the Act was also designed to reach those outside the labor market and those discriminated against because of their lack of skills.

By 1967, faced with problems of unemployment and of poverty among minorities that were even more serious than four years before, the Congress passed the Vocational Education Amendments of 1968, which reaffirmed the federal commitment to the non-categorical grants introduced in 1963 to allow the states flexibility in the development of

programs. The 1968 legislation included planning and evaluation requirements and also addressed problems of minority and handicapped individuals through the inclusion of "set asides."

Career Education Projects: Legislative Authorizations

In funding career education projects, extensive use has been made of the legislative authorizations provided by the Vocational Education Amendments of 1968. Relevant sections of this law include:

Part C - Research and Training in Vocational Education: Funds under this part are being used for projects that are either directly related to career education or aimed at improving vocational education. Activities include career awareness, career orientation, and exploration, job preparation and/or placement.

Part D - Exemplary Programs and Projects: As indicated above, this was the initial source of funds for career education projects. Funds are now being used for such activities as the development of career information systems, career cluster programs, in-service training, and improving occupational preparation programs.

Part G - Cooperative Vocational Education Programs: This section supports state efforts to build and expand cooperative work-study programs through which students combine work experience and formal education.

Part I - Curriculum Development:* Part I provides money to aid states and local education agencies in the development of curriculums for new

*Funds are no longer being allocated under these titles.

and changing occupations and to coordinate improvements in, and dissemination of, existing curriculum materials.

Until the appearance, in early 1975, of U. S. Commissioner Bell's policy statement, An Introduction to Career Education, (9), the Office of Education sought to avoid a "prescriptive and premature definition which might stifle the creativity and diversity necessary for the development of this broad concept."

As a result, career education projects were funded through a variety of legislative authorizations. In addition to the activities undertaken through the Vocational Education Amendments of 1968, a 1974 survey of the primary sources used for career education support in the Office of Education uncovered the following legislative authorizations:

The Education Professions Development Act*

Part A - Attracting Qualified Persons to the Field of Education

Part D - Improving Training Opportunities

Part F - Training and Development Programs for Vocational Education Personnel

The Higher Education Act of 1965

Title III - Developing Institutions' Programs

Title IV - Cooperative Education Programs

*Funds are no longer being allocated under these titles.

Education of the Handicapped Act of 1970

Part B - Aid to States Program. Direct assistance to states for counseling and a variety of training placement programs

Part F - Media Services. Distributes films and other media for use with handicapped or persons involved in the training or employment of the handicapped.

The Elementary and Secondary Education Act of 1965

Title III - Supplementary Educational Centers and Services. Federal interest in career education concepts has also been articulated in related legislation such as the National Programs and Services title of the Manpower Development and Training Act of 1962, as amended (P. L. 87-415). More recently, the Comprehensive Employment and Training Act of 1973 (CETA) included provisions which provide for:

> ...(2) assessment of the individual's needs, interests, and potential in the labor market and referral to appropriate employment, training, or other opportunities
>
> ...(3) orientation, counseling, education, institutional skill training to prepare the individual to enter the labor market or to qualify for more productive job opportunities...

There are, of course, a number of activities funded on a smaller scale through other authorizing legislation. The major point is that, for the most part, the funding sources of career education programs have been quite diversified. While this is beneficial in getting money to state and local groups to further career education objectives, it complicates analysis and makes dissemination of favorable project results difficult.

Estimates of the total level of federal support for career education vary considerably depending, at least in part, upon how one defines career education. A 1974 Office of Education report (33) suggested that the total

level of federal support was $43,242.028. Of all the funds expended, 71.5 percent (or $30,918.050) were funded under vocational education legislation.*

Two Key Pieces of Legislation

The most comprehensive and significant federal legislation in the field of career education to date are: Part B, Title X of the Education Amendments of 1972 (P. L. 92-318): Occupational Education Programs and "Section 406" of the Education Amendments of 1974.

Education Amendments of 1972: This title provided state grants to assist in the development of occupational education programs. The House Report that accompanied the bill noted that since the Smith-Hughes Act, Congress had encouraged the schools "to include as an integral part of their missions the preparation of their students for earning a living." In pointing out that the schools were falling short of their objective, the report identified the need for career education by stating that:

- Large numbers of students continue to leave our secondary schools with no salable skills, in fact many of these same students do not even know how to go about applying for work and do not even have a positive attitude or knowledge of how work may enrich one's life.

- Many of our basic skill subjects such as English and mathematics show little relevance to the real world in which they are supposedly used.

*The total figure of $43,242.028 is divided into two categories: comprehensive and support activities. Comprehensive projects are operational models serving students in various grade levels while support projects serve students indirectly through the development of materials and staff training. A total of $18,674,617 was spent on comprehensive activities while $24,567,411 was spent on support projects. For a more detailed look at the history of federal career education legislation, see Career Education: Programs and Progress, U. S. Office of Education, April 1974 and Joel S. Berke and Terry W. Hartle, Key Concepts in Career Education: Legislative and Policy Issues, an unpublished report for the National Advisory Council on Career Education.

- Large numbers of our young people, especially in large urban areas, continue to be unemployed.

- The dropout rate in many of our schools continues at the rate of 20-30% category despite considerable attention, a multitude of programs, and large sums of money.

- Many students continue to receive specific vocational or trade training which may cause them to be technologically unemployed within a relatively short period of time, and which may leave them in closed career alleys.

- Over 80% of all secondary school students are enrolled in either a college preparatory or a general curriculum designed to ready them for college attendance -- yet no more than 17% of these students will ever attain a degree.

- Hundreds of thousands of high school students, college students and adults have no clear-cut vocational goals. There are indications that there is a direct relationship between their lack of goal-direction and the current unrest, disenchantment, and discontent that is characteristic of some segments of our campuses and high schools.

The report concluded:

> Our educational system must now more than ever seek to provide every youngster with an opportunity for job awareness, counseling, actual job preparation, and placement. Fewer and fewer students will be able to leave school for an unskilled job; and if present trends continue, more and more students will be too well educated for some jobs and not properly educated for many more, as can be seen today with the surfeit of unemployed and underemployed teachers and Ph.D.s on the job market.

(Section 1054)

> To meet this need, the legislation authorized funds:
> ...(2) to promote and encourage occupational preparation counseling and job placement or placement in postsecondary occupational programs, as a responsibility of elementary and secondary schools;...
>
> ...(5) to develop and disseminate accurate information on the status of occupational education in all parts of the nation, at all levels of education, and in all levels of education, and in all types of institutions, together with information on occupational opportunities available to persons of all ages....

(Section 1056 (a) and 1057 (b)

> ...(D) [for] the development of a long-range strategy for infusing occupational education (including general orientation, counseling and guidance and placement either in a job or in postsecondary occupational programs) into elementary and secondary schools on an equal footing with traditional academic education, to the end that every child who leaves secondary school is prepared either to enter productive employment or to undertake additional education at the postsecondary level, but without being forced prematurely to make an irrevocable commitment to a particular educational or occupational choice;...

Although this legislation clearly sought to further career education objectives, it did so under the title "occupational education." Unfortunately, the introduction of this term -- when many policy makers had not yet clearly grasped the concept of career education -- increased the definitional and semantic confusion. Equally unfortunate, this section was never funded.

Education Amendments of 1974: In the summer of 1974, Congress passed the Education Amendments of 1974 (P.L. 93-380). This omnibus measure created the Special Project Act (P. L. 93-380, Title IV, Part D) designed, in part, to give career education more visibility and increase the Commissioner's discretion in awarding research grants. Along with such other concerns as gifted and talented children, community schools, and the metric system, career education was accorded priority status under this act, which established an Office of Career Education within the Office of Education (but separate from the Bureau of Adult and Occupational Education). It mandated a survey and assessment on the current status of career education programs, projects, curriculum, and materials and authorized the Commissioner of Education to award grants for demonstration projects and exemplary programs.

The act defined career education as an education process designed:

- to increase the relationship between schools and society as a whole
- to provide opportunities for counseling, guidance, and career development for all children
- to relate the subject matter to the curricula of schools to the needs of persons to function in society
- to extend the concept of the education process beyond the school into the area of employment and the community
- to foster flexibility in attitudes, skills, and knowledge in order to enable persons to cope with accelerating change and obsolescence
- to make education more relevant to employment and functioning in society
- to eliminate any distinction between education for vocational purposes and general or academic education

This definition of career education was not intended to be the last word. It attempted only to enumerate some of the concepts that are integral to career education. As the accompanying Senate report noted, the bill sought "the further development, articulation, and clarification of such concepts and definitions as may exist and to gain some consensus and acceptance in the field of such concepts, definitions, or alternatives as may further the purposes of this section in preparing all children and for full participation in the society in which they are to live and work.

Related Legislation

While the Education Amendments of 1974 created a definitive funding source for career education projects and research, they also compounded the definitional confusion in relevant legislation. Much of the overlap stems from a Congressional concern that education (or training) be related to future employment opportunities. This interest was expressed in both the

Education Amendments of 1972 and the Amendments of 1974, and can be seen in the Vocational Education legislation. The concern is not limited to education legislation. The Comprehensive Employment and Training Act of 1973 (CETA), for example, provided programs of job training and employment including "orientation, counseling, education, and institutional skills training to prepare the individual to enter the labor market or to qualify for more productive job opportunities."

Many other pieces of federal social legislation express this concern. Title I of the Economic Opportunity Act of 1964 (P.L. 88-452) established a Job Corps for low-income, disadvantaged young men and women. The Act

> ...sets forth standards and procedures for selecting individuals as enrollees in the Job Corps, authorizes the establishment of residential and/or nonresidential centers in which enrollees will participate in intensive programs of education, vocational training, work experience, counseling, and other activities, and prescribes various other powers, duties, and responsibilities incident to the operation and continuing development of the Job Corps. Its purpose is to assist young persons who need and can benefit from an unusually intensive program, operated in a group setting, to become more responsible, employable, and productive citizens; and to do so in a way that contributes, where feasible, to the development of National, State, and community resources, and to the development and dissemination of techniques for working with the disadvantaged that can be widely utilized by public and private institutions and agencies.

The Urban and Rural community Action Programs created under the same legislation expressed a similar concern with the provision of employment relevant training and/or education:

> Its basic purpose is to stimulate a better focusing of all available local, state, private, and federal resources upon the goal of enabling low-income families, and low-income individuals of all ages, in rural and urban areas, to attain the skills, knowledge, and motivations and secure

> the opportunities needed for them to become fully self-sufficient. Its specific purposes are to promote, as methods of achieving a better focusing of resources on the goal of individual and family self-sufficiency...

Other social legislation is also relevant to the goals and objectives of career education. The Vocational Rehabilitation Act, for example, provided for a program of "vocational rehabilitation services" to handicapped individuals which would include the following services:

> (A) evaluation, including diagnostic and related services incidental to the determination of eligibility for the nature and scope of services to be provided;
>
> (B) counseling, guidance, and placement services for handicapped individuals, including follow-up services to assist such individuals to maintain their employment;
>
> (C) training services for handicapped individuals, which shall include personal and vocational adjustment, books, and other training materials;
>
> (D) reader services for the blind and interpreter services for the deaf; and
>
> (E) recruitment and training services for handicapped individuals to provide them with new employment opportunities in the fields of rehabilitation, health, welfare, public safety and law enforcement, and other appropriate service employment

In short, it is clear that career education goals and objectives have already been incorporated into federal social legislation without using the title "career education." As a result, there are many programs that provide training and education designed to help individuals obtain employment. Some of these various programs are described in the Appendix.

In a time of high unemployment, this concern with the relationship between the education process and employment outcomes has become an issue of widespread public interest. For example, a 1973 Gallup poll asked:

"Should public schools give more emphasis to a study of trades, professions, and business to help students decide on their careers?" The responses were:

Yes, more emphasis	90%
No	7%
No opinion	3%

This Congressional and public concern coupled with the existing legislative overlap suggests the need for a clarification.

Proposed Career Education Legislation

Despite these definitional problems, the idea of bringing the worlds of education and work closer together has caught fire, and as the previously cited Gallup poll reveals, it is an idea that has overwhelming public support.

The Vocational Education Act and various other pieces of education legislation expire during this session of Congress, and some of the proposed legislation to extend these programs would establish federal support of career education more firmly than at present. Here are brief descriptions* of some of the major bills pending before the Congress with emphasis on their career education provisions and concepts:

H.R. 19-S. 943: This is a simple five-year extension of the existing legislation, the bill that the House Education and Labor Committee will actually begin marking up.

H.R. 6251-S. 1863: This Administration proposal calls for major restructuring through a consolidation of the existing authorities. The intention is to simplify programs administration by grouping all existing Vocational Education Programs and Services, and Grants for Research,

*This treatment is not intended to be exhaustive. Rather it seeks to sketch the major provisions with an eye toward identifying those goals and activities which embody career education concepts. Some of the material here is taken from Education Funding News, Vol. V., No. 21, May 30, 1975, p. 5-7; Federal Vocational Education Programs: An Analysis of Legislative Issues and Proposals, a study for the College Entrance Examination Board written by Pan Christoffel; Legislative Summaries, prepared by Angela Giordano-Evans of the Library of Congress, Congressional Research Service. For a more in-depth analysis, readers should consult these documents.

Innovation and Demonstration. The role of career education under this proposal is not clearly specified although guidance and counseling activities are fundable under the Programs and Services title. The purpose of the legislation includes the provision of vocational guidance and counseling.

H.R. 4797-S. 942: Written by the National Association of State Universities and Land Grant Colleges, this measure emphasizes postsecondary occupational education. This measure divides the basic state grant program into two areas--secondary vocational education and postsecondary occupational education. Funds are to be divided as follows: 40 percent for secondary, 40 percent for postsecondary, with the remaining 20 percent split. The place of career education and guidance is not spelled out. In describing possible state programs, the bill suggests "programs of in-service training, for guidance and counseling personnel serving in elementary and secondary schools to familiarize such personnel with opportunities afforded by postsecondary occupational education."

H.R. 3030-S. 939: Entitled the "Postsecondary Vocational Education Act of 1975," this bill was prepared by the American Association of Community and Junior Colleges. Like H.R. 4797, it divides each state's federal vocational funds on a 40-40-20 basis. Unlike the NASUCGC bill, however, this bill requires that 75 percent of the postsecondary funds be channeled into community colleges. Although career education and guidance are not specifically addressed, authorized planning activities include the development of a long-range strategy for establishing occupational education as an equal of traditional academic education. In the same vein, grants to postsecondary institutions can be used for "the design, establishment, and conduct of programs which include methods of providing follow-up services and career counseling and guidance for persons of all ages as a regualr function of the educational system."

H.R. 3037-S. 941: Prepared by the American Vocational Association, this legislation would increase state responsibility for administration and management while increasing federal funding levels and eliminating state matching requirements. Authorization levels for basic state grants would increase from $565 million in fiscal 1976 to over one billion in fiscal 1980. This bill would also authorize a major new program of grants for career guidance and exploration. Under this bill, grants would be authorized to states for training programs, purchase and development of curriculum material and equipment, and related services such as new vocational guidance programs and exchanges of personnel. In fiscal 1976, $59.6 billion would be authorized, increasing to $119.2 million in fiscal 1980.

H.R. 3270-S. 940: This legislation was developed by the American Personnel and Guidance Association, its primary focus is to provide for career guidance and counseling activities in local education agencies from early childhood through adulthood. A new Office of Career Guidance and Counseling would be created within OE to administer the program. Grants would be distributed to states through a formula and according to a state plan. Grants could be employed for 16 specifically listed purposes, including such activities as career development, self-and career awareness, career counseling, career decision making, educational and job placement, and career follow-up and follow-through.

Although career education is a specified part of only one of the above bills, career education concepts and objectives are a part of all of them. Because of this commonality, some efforts have been made to identify points of agreement that could be incorporated into a single bill. For example, Melvin Barlow, in an in-depth study of the above legislation, has suggested a nine-point program for immediate implementation of career education. The elements of his program include:

1. state plans for career education
2. statewide coordination of career education

3. in-service training of teachers, KG-12
4. retraining of counselors for career education
5. career education review for school board members and school administrators
6. appointment of career education coordinators in each of the school districts
7. training of local career education coordinators
8. statewide evaluation of career education
9. purchase of instructional materials and supplies for local career education activities.

This pragmatic approach of synthesizing legislative options to find a common ground of agreement is promising. What is the political climate in which that proposal and others will be considered?

Political Reactions

As the previously cited Gallup poll suggested, there is widespread public appreciation of the potential individual and societal value in bringing the worlds of education and work closer together. This outlook is undoubtedly reinforced by an unemployment rate in excess of 8 percent and the availability of highly skilled technical jobs that go unfilled for lack of qualified applicants. While the reactions we encountered when discussing the possibilities of career education legislation with knowledgeable persons and key policy actors tended to parallel public approval, it became obvious that there are a number of political considerations that should be addressed before legislation is proposed. (Although the issues we have identified are political ones, they should not be seen simply as "tactics," but rather as considerations central to the development of effective public policy.)

The most frequently cited problem was the lack of clarity in career

education definitions and objectives. As suggested earlier, the Office of Education resisted efforts at a specific definition that would define the boundaries of career education and thus discourage innovation and experimentation. Although this approach had some merit it contributed to a multiplicity of definitions ranging from a narrow view of career education as an expansion of vocational or industrual arts education to a broad definition which envisions it as a "liberating education aimed at the development of a range of competencies necessary for an individual to act on as well as respond to the pressing needs of a scientific, technological democratic society" (23).

It should be noted that the definition used in the Education Amendments of 1974 and the definition advanced in the Commissioner's policy statement on career education are both considered too vague for more comprehensive legislation. Legislative proposals advanced by the National Advisory Council on Career Education (NACCE) must contain a definition broad enough to be consistent with the objectives of career education and acceptable to the major interest groups yet specific enough to be useful and meaningful to policy makers.

In this same context, there is some question whether career education is being put forward as a component of existing educational programs and policies or whether it is a new alternative. Career education is not seen on Capitol Hill as "a new wedge" but rather as an alternative that must fit into existing education policies and arrangements. This rather limited view may not be consistent with career education's overreaching philosophy, but it does present a political reality within which any legislative proposals must be developed. Career education may be "the

wave of the future" in education philosophy, but at present, it is seen by many as not much more than a tide that will shortly subside.

All indications suggest that any education legislation produced in this session of Congress will be in the form of an omnibus measure. The chances of a career education title are, at present, "favorable" although this does not, of course, guarantee anything. The inclusion and nature of any career education provisions will depend largely on the ability of the NACCE to present a proposal that is acceptable to all the major interest groups. And while career education has its supporters, it does not have a political champion who will stake his future on it. On the other hand, as has been suggested throughout this paper, there is a strong feeling that education needs to be more closely tied to future employment opportunities. Given this situation, we submit that a modest career education proposal with clearly defined objectives acceptable to the major interest groups and recommended by the NAACE will be very favorably received.

The design of any salable career education legislation must have the following characteristics:

- Itmust be endorsed by the National Advisory Council on Career Education.
- It must be acceptable to the major interest groups. Prolonged conflict over who gets what may be fatal.
- The results generated by the National Institute of Education's career education research should be utilized in developing career education legislation. Evidence should be compiled that currently funded programs are viable and that career education programs have an impact on the student.
- Assurances should be given that federal funds will stimulate state and local education agencies to invest their own resources in career education projects. A recent study suggested that projects

funded under Part D of the Vocational Education Amendments of 1968 withered and died when federal support was terminated. There is Congressional concern over such evidence that federal funds leave no lasting programmatic impact.

- Planning and evaluation requirements should be written into the legislation to help generate meaningful activity at the state and local level.

Recommendations

On the basis of our analysis, our meetings with experts and key policy officials, and our experience in analyzing federal education policies, the following recommendations are made to the NAACE.

1. Legislation should be put forward in stages. That is, a small clearly focused bill now, with more comprehensive legislation advanced in the future.

2. Any programs suggested at the present should be aimed at a "gearing-up" approach, training career education specialists and infusing career education obejctives into the mainstream of American education. Efforts should be directed at creating a group of indivuduals who are vitally concerned with career education to help insure the program's future.

3. Despite efforts at definition, career education is still viewed as "fuzzy" by many key policy actors. Work needs to be directed toward the construction of a more concrete definition, more precise program objectives, and the development of criteria for evaluating program effectiveness. To develop such measures, innovative programs and research activities should continue to be funded.

Conclusion

The major assumption on which these recommendations were based recognizes the absence of a national political leader for career education but also recognizes the favorable public attitude toward its primary objectives. The presence of a variety of proposals on the best course of action to pursue is also considered. Decisions on what is best for career education should focus upon the approach most likely to build consensus among the interest groups and yet satisfy the political and educational concerns described in this report.

Appendix

Domestic Assistance Programs Related to Career Education Goals and Objectives

Congress frequently expresses in legislation a concern that education and training programs be made widely available and be related to future employment opportunities. This appendix shows how this legislative interest is turned into social programs by the federal bureaucracy. A brief sample of the more than 900 domestic assistance programs administered by the federal government is presented here together with their legislative authorizations, their objectives, and the uses for which program money may be employed. This list is not intended to be exhaustive. Rather it is designed to illustrate some of the career education goals and objectives that are already being served in a very diversified manner.

One alternative for the National Advisory Committee on Career Education in recommending legislation would be to document more completely these and other current federal programs that advance career education objectives and request a Congressional resolution that these programs be used to further the goals of career education. This would have the distinct advantage of increasing public visibility without requiring any new federal money. On the other hand, this approach would create only a technical authorization and do little to create an independent spirit of career education and implant it in the educational system. Moreover, as the following examples will suggest, a patchwork approach may mean that some vital areas of career education, such as state plans and leadership development, will not receive the kind of independent attention by state and local units that they need.

The decision of whether or not this is a viable approach rests, of course, with the NACCE. To help the Council decide if this is the most desirable course of action, we have compiled the following list of existing career-education related programs drawn from a wide range of departments, agencies, and bureaus.

Public Assistance--State and Local Training: (Social Security Act, Sections 3, 403, 1003, 1406, 1603, and 1903). This program provides money to states to train personnel employed or preparing for employment in state agencies or in local agencies administering approved public assistance plans. Money may be used to provide for educational leave for employees, stipends for persons preparing for employment, or to make grants to educational institutions as well as pay for the costs of agency inservice training.

Mental Health Training Grants: (Public Health Service Act, Sections 301, 303 and 433, PL 78-410). Project grants are employed to increase the number and improve the quality of people working in the areas of mental health and mental illness by training professionals for clinical service, teaching, and research and by continuing educationa for existing mental health manpower. High priority is given to experimental and innovative training projects; traing projects that develop new kinds of mental health workers; and projects in the specialized areas of alcoholism, narcotic addiction and drug abuse, suicide prevention, crime and delinquency, and metropolitan problems. The money supplied under this program may be used:

(1) to defray institution costs of the training program (personnel, supplied, equipment, travel, and other necessary expenses)

(2) to provide trainee stipends and other allowances (dependency allowances, tuition and fees, etc...) for individuals enrolled in training program

Family Planning Services--Training Grants: Authorized under Title X of the Public Health Service Act PL 91-572), this program provides training for personnel to improve the delivery of family planning services. Project grants are awarded to develop pre-inservice training to project staffs to improve utilization and career development of paraprofessionals and paramedical manpower in family planning services, and to expand family planning services, particularly in rural areas, through new or improved approaches to program planning and development resources.

The Law Enforcement Education Program--Student Financial Aid: Under the authority of Section 406 of the Omnibus Crime Control and Safe Streets Act of 1968; this program aims to professionalize criminal justice personnel through higher education (including police, courts, and corrections professions.) Under this program institutions and organizations are awarded grants by the Law Enforcement Assistance Administration. Schools then make direct grants and loans to students in accordance with guidelines and regulations.

Apprenticeship Outreach: Currently authorized by the Comprehensive Employment and Training Act of 1973, this program seeks out qualified applicants from minority groups and assists them in entering apprenticeship programs, primarily in the construction trades. The program seeks to employ minorities and to locate, motivate, guide, and assist them to enter registered apprenticeship training programs. Project grants and contracts may be used to employ a project director, to maintain liaisons and to develop effective working relationships with employers, unions, joint apprenticeship committees, contractor associations, youth organizations, the Department of Labor, and private contractors. Tradesmen specialists are employed by the sponsor to assist in developing material for prospective candidates and for coaching candidates. Project funds may be used to cover some administrative costs but not to subsidize trainees while they are in training programs.

Apprenticeship Training: Authorized by the National Apprenticeship Act of 1937, this program stimulates and assists industry in the development, expansion, and improvement of apprenticeship and training programs designed to provide the skills required by the economy in those occupations commonly known as the skilled crafts and trades. Employers and labor organizations work cooperatively for the formulation of apprenticeship programs, and the Bureau of Apprenticeship and Training cooperates with state apprenticeship agencies and the Office of Education in promoting the program.

Work Incentives Program--Training and Allowances: (PL 90-248 and 92-178) The objectives of the WIN Program is to move men, women, and unemployed youth from the welfare rolls into meaningful, permanent, productive employment through appropriate training, job placement, and other services. Services offered are as follows: (1) placement or on-the-job training, (2) work orientation, basic education, skill training, work experience, and follow-through supportive services to improve employability for individuals who lack job readiness; and (3) placement in public service employment arranged by prior agreement with public or private nonprofit organizations for individuals for whom unsubsidized jobs are not available. These manpower services are supplemented by supportive social services provided by a separate administrative unit of state welfare agencies such as day care for children, medical, legal, homemaking, assistance aid with family problems and consumer education.

Women's Special Employment Assistance: (PL 66-259) This program seeks to enlarge economic, civil, and political rights and opportunities of women through the promotion of improved working conditions, expanded job opportunities, better training, improved vocational counseling and community services, and more extensive use of women's volunteer services in federal and community programs. Informational, promotional, and advisory services and provided to assist in enlarging the contribution and participation of women in the workforce. This is accomplished by expanding opportunities for training, counseling, guidance, continuing education, expansion of day care, homemaking, and other household-related services. The Bureau also works to improve legislation related to equal rights for women in employment and acts as a clearinghouse on matters relating to the status of women workers.

Handicapped Teacher Training: This program seeks to improve the quality and increase the supply of educational personnel trained to work with handicapped children. Grants are awarded to assist in developing and improving training programs for educational personnel for the handicapped.

Talent Search: Authorized by the Higher Education Act of 1965 (Title IV-A), this program aims to provide educational opportunity for those young people who have been bypassed by traditional educational procedures and to offer them options for continuing their education. Funds are awarded to institutions and agencies that identify qualified youths and encourage them to complete secondary school and undertake postsecondary education training.

Teacher Corps--Operating and Training: Project grants are awarded to educational institutions to strengthen the educational opportunities available to children in areas with concentrations of low-income families and to encourage colleges and universities to broaden their programs of teacher preparation. Money is award to school systems to develop and adopt new processes for the introduction of new curricula, teaching methods, staffing patterns, and outreach to the community and to train and retrain personnel for these processes and innovations; to colleges and school systems to develop community-based volunteer-assisted programs of education such as youth tutoring youth and training of parents to offer educational help to their children; and to colleges and school systems to involve the resources of the community in program planning, administration, and evaluation.

Vocational Education--Consumer and Homemaking: Title I, Part F of the Vocational Education Amendments of 1968 provides the authorization for programs in consumer and homemaking education. Formula grants awarded to states under this program provide for education and training in food use and purchase, child care and guidance, improvement of home environment, and management of resources; the preparation of youth and adults for the role of homemakers or, to contribute to the employability of such youths and adults, for the dual role of homemaker

and wage earner. Federal money may also be used to help assure quality in all homemaking education programs such as teacher training and supervision, curriculum development, program evaluation, special demonstration and experimental programs, development of instructional materials, provision of equipment, and state administration and leadership.

Indian Employment Assistance: This program, created by the Indian Adult Vocational Training Act of 1956, seeks to provide vocational training and employment opportunities for Indians. Federal funds are designed to assist Indians in obtaining a marketable skill and employment. The program may be used for vocational training in schools approved by the Bureau of Indian Affairs, for assistance in job placement, and for general employment counseling.

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